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ABSTRACT

In 1974, the California legislature directed the California Postsecondary Education Commission to develop a plan for establishing independent postsecondary education counseling centers to serve California residents not enrolled in a college or high school. On the basis of interviews, a review of the literature, and site visits to existing counseling centers, the Commission developed three alternative plans for pilot advisement centers. Each center would provide: (1) a comprehensive testing program to enable clients to assess their educational strengths and weaknesses, career skills, and interests; (2) current information and advice on all public and private postsecondary education opportunities in California; (3) information and counseling about career options, requirements, and opportunities in the state; (4) information on costs of education and opportunities for financial aid; (5) current information about special programs (such as child care) or services of educational institutions and agencies in the community; and (6) a referral service to help clients obtain needed counseling information not directly provided by the center. Included in the proposal is a plan for an information system which would help coordinate and disseminate existing information about local opportunities, programs, and services. (Author/DC)

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Commission Report 76-2
February 1976

ESTABLISHING COMMUNITY ADVISEMENT CENTERS:

A PROPOSAL

A Report

Prepared by the Staff

of the

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

JC 760 189

California Postsecondary
Education Commission

February 9-10, 1976

Resolution 2-76

Adopting the Staff Report
Establishing Community Advisement Centers

WHEREAS, Assembly Concurrent Resolution 159 (Resolution Chapter 213, 1974 Legislative Session) directs the California Postsecondary Education Commission to develop and submit to the Legislature a plan for establishing, on a pilot basis, independent postsecondary education advisement centers, and

WHEREAS, The Commission staff has developed a report which presents three alternative plans for such counseling centers; now, therefore, be it

RESOLVED, That the California Postsecondary Education Commission adopt the staff report, Establishing Community Advisement Centers, and be it further

RESOLVED, That the California Postsecondary Education Commission recommends Alternative II, the Consortium Model, as the most appropriate plan for implementing a pilot program of postsecondary education advisement centers, and be it further

RESOLVED, That the report be transmitted to the Governor and Legislature as the Commission's response to ACR 159.

Adopted
February 9, 1976

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William L. Deegan
Jane B. Maynard

FOREWORD

ACR 159 (Resolution Chapter 213, 1974 Legislative Session) directs the California Postsecondary Education Commission to develop and submit to the Legislature and the Governor a plan for establishing, on a pilot basis, independent postsecondary education counseling centers in several urban and rural areas subject to the following conditions:

1. That the centers will offer college opportunity information and counseling to any potential applicant;

2. That the counseling offered by these centers will include information on proprietary schools and vocational education opportunities, as well as information relating to opportunities in higher education;

3. That the centers will provide high school counselors responsible for college counseling with continually updated information;

4. That the centers will coordinate recruiting and counseling pools among neighboring institutions to facilitate admission of the educationally disadvantaged;

5. That information and other counseling should be provided in other languages besides English when local needs so dictate;

6. That the Commission will be responsible for the administering, staffing, and evaluation of the programs offered by these pilot centers; and

7. That the staff of these centers will be employees of the Commission.

Based on interviews, a review of the literature, and visits to existing counseling centers, Commission staff has developed a plan as directed in ACR 159. In addition, the staff recommends several alternative plans for organizing and financing pilot community advisement centers.

INTRODUCTION

"There are hundreds of groups doing this."

"We will build on the best work of others."

"The community colleges should do this."

"We will not duplicate."

"There is no need for these centers."

"The centers will provide independent, consumer-oriented services."

- Paul Burke is 36 years old, a former aerospace engineer, and a father of two children. He is unemployed--where does he go from here?

- Sharon Phillips is 31 years old and recently divorced. For the first time in her life she is interested in attending college and preparing for a career--what career?

- Marilyn Rogers is 47 years old, married, with children in college. She has an interest in medicine and a high school diploma--is a career in medicine possible or feasible?

- Karl Alden graduated second from the bottom in his high school class of 1968. He played several sports and did not study seriously in high school. He works at a job which he feels is well below his potential--what is his potential?

These hypothetical cases are typical of thousands of people in California--out-of-school youths, adults desiring a career or a career change, women who want to resume their education or update their skills, older adults, and others who make up the "new clientele" for postsecondary education. These individuals face a common problem: where to go for comprehensive information and competent counseling to help them make sound educational and career choices.

I. BACKGROUND

During the past decade, opportunities for education and training have expanded significantly for segments of the population previously underrepresented in formal postsecondary education programs. New delivery systems, new methods of awarding credit, new forms of financial aid, and new programs for "nontraditional" learners (the new clientele described above) have made postsecondary education a realistic possibility for many who may have previously regarded it as beyond their reach.

One of the major priorities of higher education in the 1970's is meeting the educational needs of this new postsecondary clientele. This concern has spurred a number of innovations, experiments, and changes. Several educational developments, as identified in a 1974 report by the Syracuse University Research Corporation, have become prominent in recent years.[1] Among them, are:

1. Credit by Examination: Perhaps originating with Napoleon and expanded by the University of London, this system plays a major role in the Open University in Britain, the Regents External Degree program in New York, and similar programs around the world.[2]

2. Adult and Continuing Education: The concept of education as a lifelong process has deep roots in America. Estimates of the population engaged in some form of continuing education range up to 40 million adults.

3. Study by Correspondence: A concept that draws mixed reaction in America, study by correspondence has drawn large enrollments in a number of European countries and is "at the heart of the Open University program in Great Britain."[3]

4. Educational Technology: This development is one that seems to undergo a process of surge and retreat; we are only beginning to understand how to use the variety of technological developments available to us.

5. College Equivalency for Life Experiences: An attempt to recognize life experiences gained outside the classroom, this controversial concept is another component of the "nontraditional" movement.

6. Regional Consortia of Educational Institutions: Another developing concept, this idea is challenged by the difficult questions of objectives, authority, and legality which could hinder its progress.

Other aspects of the nontraditional movement include competency-based education, independent testing agencies, more part-time instruction, and external degree programs. Although all of these programs contribute to the expansion of higher education options, merely providing easier access to postsecondary education may not extend opportunity. The new "nontraditional" clientele of postsecondary education must be informed of the options available and assisted in making intelligent choices from among them. Many of these persons have been away from the world of education and often do not have access to high school or college counseling services. Where counseling is available, it is usually a limited service provided by already overburdened counselling staffs of the local high school or college. The confusing array of educational options, the recruitment emphasis of many college advisement programs, the student's own possibly unrealistic expectations, and the unique needs of people who have been away from the educational mainstream for a period of time all mandate the development of new approaches to counseling. These new approaches must help meet the goal-setting, value-clarification, informational, and decision-making needs of the new clientele.

II. THE NEED FOR ADULT COUNSELING SERVICES

The Commission was asked to develop a plan for community advisement centers based on the recommendations of the Joint Committee on the Master Plan. While the Commission was not asked to do a study of need, a brief review of the need for adult counseling services is a necessary prelude to a discussion of the plan for meeting this need. The Commission staff found evidence of need as follows.

The need for new counseling services is strongly suggested by the size of the potential counseling clientele. The U.S. Office of Education has estimated that nearly 2.5 million students abandon their formal education each year without adequate preparation for a career. In 1971 there were 850,000 elementary and secondary school dropouts, 750,000 high school graduates who did not go on to college, and 850,000 high school graduates who entered college in 1967 but did not complete a baccalaureate or an occupational program.[4] According to a recent California field research survey, there is extensive interest in various educational services beyond that of instruction. An estimated 2.6 to 3 million California adults would like to use such services, if they existed, to assess their personal growth and potential; 2.2 to 3.2 million would use them to test their ability in various subjects and skills; over a million would use them to obtain information about educational opportunities, for counseling, and for discussions of education and career plans.[5]

Such plans often must be considered simultaneously, for there is a strong tie between education and work. Because the current job market is confusing, career counseling is a primary need clearly related to choices about further education or vocational training. Opportunities for qualified women and minorities are greater than ever before, yet obtaining information about opportunities is often left to chance. High school counselors tend to focus their attention on the bright, young, traditional students, while out-of-school youths and reentering adults frequently find little help to guide them in educational or career decisions.

The inadequacy of many existing career guidance services has been reported previously. In 1973, the National Advisory Council on Vocational Education labeled the status of career counseling "shaky and shabby." Citing the high student-counselor ratios, the lack of comprehensive adult and community counseling agencies, the rejection of existing counseling services by the disadvantaged, the absence of follow-up services, and other negative conditions, the Council strongly emphasized the need for improved counseling services.[6] In 1974, the California Advisory Council on Vocational Education and Technical Training called for local educational agencies to "identify the career guidance needs of out-of-school youths and adults and to provide such services as are necessary to meet these needs."[7]

Existing adult educational and career advisement often consists of fragments of information with little coordination or cooperation among those who disseminate information to the public. The two main sources of public information are campus-based counseling programs and specialized public counseling agencies. All of the higher education segments in California have counseling for their students but these programs often do not reach, and usually are not intended to reach the adult community. This is understandable because of the high ratio of full-time students to counselors. Even "traditional" students often have problems in obtaining adequate counseling. This is not meant to place blame on the existing systems. They are often simply overburdened and underfunded. Since advisement in many educational institutions is limited by time, workload, and an emphasis on the college-bound student, there is little time for the counseling of individuals who are not students. Because campus-based counseling services cannot meet the special needs of the part-time adult learner, the full benefits of the adult courses offered by these institutions are often not realized.

Institutional competition for students is a further obstacle to informed student choice. As enrollments level off and even decline, aggressive recruitment will become more widespread. Many schools have taken major steps toward increasing access to their programs through innovative community-outreach efforts. But the value of these efforts in terms of the nontraditional student is often diluted by misdirected recruiting. As the Joint Committee on the Master Plan for Higher Education stated:

> Competition for students can be healthy if it provides superior educational services and meets legitimate student needs. However, there is a danger such competition will escalate into public relations projects designed to fill institutional capacities without regard for the good of the student. The best protection against such excesses is consumer-oriented counseling.[8]

"Consumer-oriented counseling" is offered by the second major source of information dealing with career and educational opportunities: specialized public counseling agencies. The Commission staff reviewed a number of existing counseling agencies (Appendix 2) and found that many offer helpful information and advice to the client; however, there is a confusing array of these groups. Although some centers make commendable efforts toward cooperation and referral services, there is usually little coordination of these services among agencies. While many ad hoc counseling groups spring up to meet special needs of persons not in school, most of these groups are underfunded, understaffed, and short-lived.

Academic counseling has been an integral part of certain federally funded projects--Talent Search, Upward Bound, Community Action, and other programs designed for the disadvantaged. These programs have been reasonably successful in encouraging persons to consider college, and they have developed techniques for reaching certain kinds of non-traditional students that will be useful in future efforts. But these projects have been aimed at a particular target population with special difficulties and needs. They have not been sufficiently comprehensive in scope to enable counselors to consider fully the multiple options for postsecondary education which are available. Furthermore, they made little attempt to take advantage of new kinds of delivery systems for providing information needed in educational and career guidance.

Vocational and career counseling centers have been established in several California localities, often under the auspices of the county superintendent of schools. While open to the community, the centers tend to attract a limited clientele, and to confine their services to vocational aptitude testing and providing information about vocational choice.[9]

Despite their limitations, these agencies are responding to a public need not met by campus services. A number of reports (e.g., from the Commission on Nontraditional Study,[10] the Kellogg Foundation,[11] and the Carnegie Commission on Higher Education[12]) have cited and reinforced the need to serve the adult population more effectively. In 1972, the Educational Testing Service determined "that one in every three adults participated in some form of educational activity during the year." This survey also listed some of the obstacles preventing potential learners from participating. Besides cost and lack of time, the major barriers were lack of knowledge of available opportunities and lack of counseling concerning these opportunities. Specific factors under the category of inadequate knowledge were: (1) lack of information on where to obtain desired courses, (2) lack of confidence in ability, (3) enrollment red tape, and (4) lack of knowledge of needs and interests.[13] A 1974 California survey by the Educational Testing Service confirms this situation. Survey respondents indicated that "a lack of readily available information [and] effective educational counseling about educational opportunities" were still serious problems.[14]

Finally, the recently issued report on postsecondary alternatives found that, of all the needs for expanded postsecondary opportunities in California, the most critical is simply information about existing opportunities. Large numbers of people know that they want to study something, but they have no convenient way or no central location to find out the options available to them. Without available facts about the myriad of opportunities, they have no rational basis for deciding which alternative is in their best interest.[15] To help meet

this need the report recommended that the California Legislature should appropriate developmental funds to create a statewide system of Educational Services Centers to provide information and referral, assessment of interests and competencies, educational counseling and career planning, and aid to individuals in dealing with institutions.[16]

Establishment of community advisement centers could help to supply the adult population with the information and advice essential in making sound decisions based on the relationship between careers and education. Consumer-oriented counseling centers, designed to meet the needs of the adult population, staffed by trained counselors, located in a nonthreatening environment, free of potential conflicts raised by institutional self-interest, and funded on a systematic basis, could have the ability to locally coordinate information about existing services and programs and to disseminate that information to individuals not currently enrolled in high school or college, as well as to the staffs of other agencies and institutions in the local area. Such centers would be able to communicate a far wider range of available options than the more specialized public agencies and segmental services, which are either limited in purpose or limited in the scope of counseling and information offered.

The Legislature has indicated its concern in this area and underscored the need for such centers, as reflected both in the study of its Joint Committee on the Master Plan for Higher Education, and in its adoption of ACR 159, noted earlier. The change to the Commission in ACR 151 is compatible with the priority goal of the Commission's Five-Year Plan, which states that the State should:

> Insure that all persons have convenient access to educational and career counseling in order that they be encouraged to make informed choices from among all available options.[17]

In response to the requirements of ACR 159, and in view of the unmet counseling needs of large numbers of Californians, the Commission staff has developed three alternative pilot programs for providing adult counseling services to the people of California.

Study Procedures: The proposed plans for community advisement centers were developed through four primary procedures: (1) review of the literature and consideration of written proposals for centers in California and other states; (2) interviews with directors of counseling projects, counselors, segment representatives, and State agency representatives; (3) visits to both on-campus and independent counseling centers; and (4) consultation with an advisory committee. In addition, visits were made to potential center locations and, after drafting the proposal, a committee of segmental representatives was

consulted for their reactions and suggestions. The next section of the report will discuss a general model for community advisement centers and then present three alternatives for implementing that model.

III. COMMUNITY ADVISEMENT CENTERS: A GENERAL MODEL

The mission of the proposed community advisement centers is to provide comprehensive educational and career counseling services to people not enrolled in a college or high school. The project would proceed in three phases:

1. Development of an advisement center information system.

2. Implementation of three pilot community advisement centers in California.

3. Evaluation of the pilot community advisement centers and recommendations for continuing or terminating the project.

A. The Center Information System

The first step in the proposed plan is to create an information system that would provide comprehensive and updated information to the staff of each community advisement center, as well as to the counseling staffs of local institutions and other community agencies. Currently, information about postsecondary education, career education, or financial aid, is often obtained sporadically depending on luck, a resourceful librarian or counselor, or periodic reports from various schools. If the center's staff is to be effective, it must provide more accurate and complete information in five primary areas:

1. Information about postsecondary as well as vocational training opportunities and programs in California;

2. Information about career options, requirements, and opportunities in California;

3. Information about financial aid availability, opportunity, and requirements for each educational institution or program;

4. Information about special service programs available to prospective students; and

5. Information about where to go for help not provided by the center.

The center's information system would be coordinated by the staff of the California Postsecondary Education Commission. Before the centers would open to the public, information about educational opportunities and financial aid would be gathered by the Commission

staff and disseminated to each center. At the center, career information would be provided through the work of the career counselors, the information dispensing program, a telephone information system, mail response, and through cooperative information sharing with other centers and State agencies. Information about special services as well as referral information would be compiled by the staff of each pilot project and shared with the Commission and other centers, and updated annually.

The proposed information system would not unnecessarily duplicate existing systems or services. Instead, the system would assemble and coordinate the best of current information and add additional research where needed. This function should prove to be a major contribution to high schools and other counseling agencies, as well as to the proposed centers.

B. Center Goals and Program Objectives

Figure I shows the goals and program objectives proposed for a model community advisement center. The centers would have five major goals, each with a series of program objectives that must be accomplished to attain these goals.

COUNSELING

Goal:

The counseling goal is to provide information about postsecondary education opportunities, career options, financial aid opportunities, special programs and services, and counseling referral programs. This would be achieved through six distinct programs; each with its own specific objectives.

Program Objectives:

1. To provide current information and advice on all public and private postsecondary education opportunities in California.

2. To provide information and counseling about career options, requirements, and opportunities in California.

3. To provide information on costs of education and opportunities for financial aid, including information on federal, State, and institutional aid available to students.

4. To provide current information about special programs (such as child care) or services of educational institutions and agencies in the community.

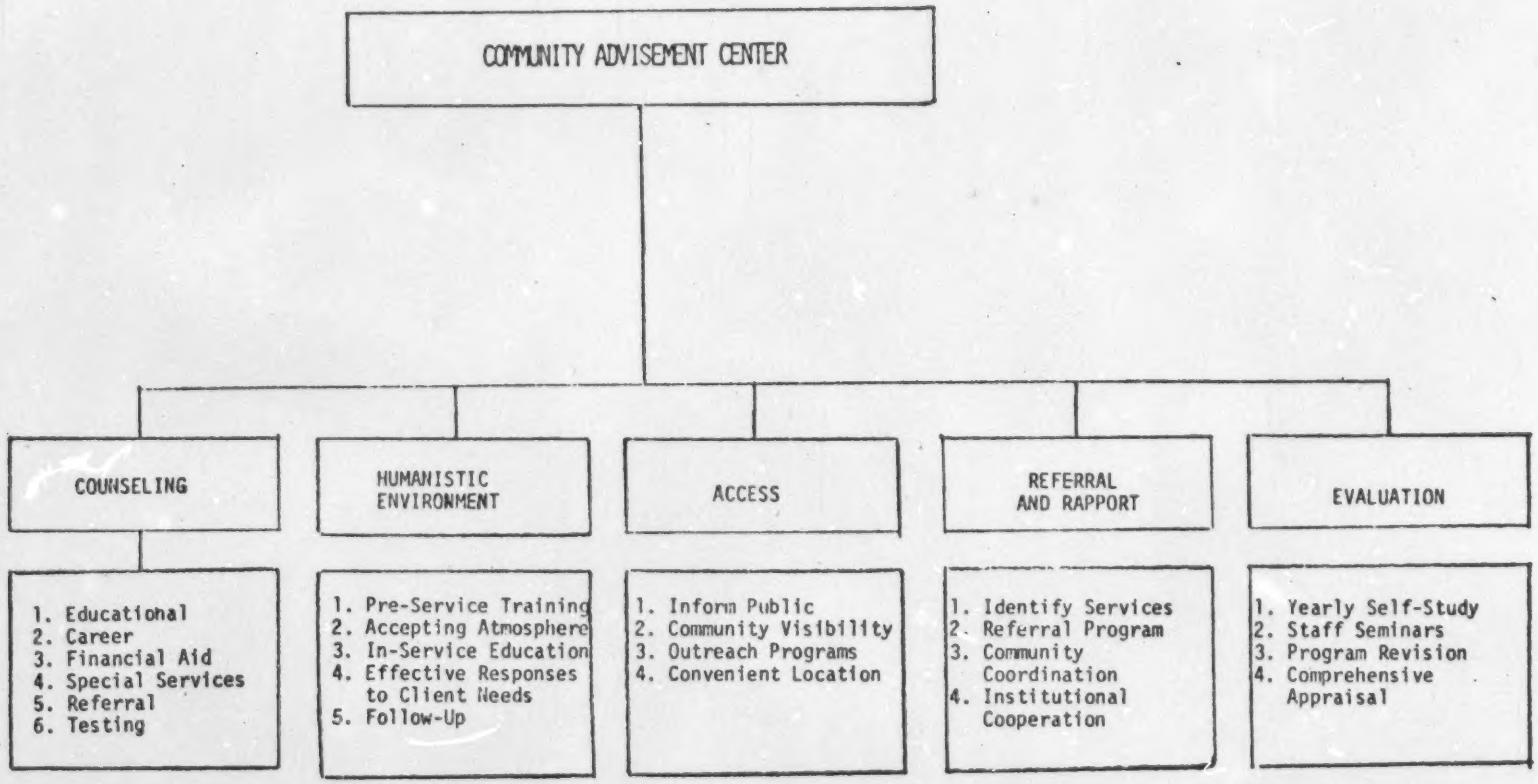
COMMUNITY ADVISEMENT CENTER
GOALS
COUNSELING
HUMANISTIC ENVIRONMENT
ACCESS
REFERRAL AND RAPPORT
EVALUATION
PROGRAM OBJECTIVES
1. Educational
2. Career
3. Financial Aid
4. Special Services
5. Referral
6. Testing
1. Pre-Service Training
2. Accepting Atmosphere
3. In-Service Education
4. Effective Responses to Client Needs
5. Follow-Up
1. Inform Public
2. Community Visibility
3. Outreach Programs
4. Convenient Location
1. Identify Services
2. Referral Program
3. Community Coordination
4. Institutional Cooperation
1. Yearly Self-Study
2. Staff Seminars
3. Program Revision
4. Comprehensive Appraisal

FIGURE I

5. To provide a referral service to help clients obtain needed counseling information not directly provided by the center, including information on personal, marriage, family, and employment problems.

6. To provide the opportunity for the center's clients to assess their educational strengths and weaknesses and career skills and interests through a comprehensive testing program.

These programs would use the data provided by the information system, supplemented with information about educational opportunities within the community and test results, to assist clients in planning programs and discussing various problems, costs, and career and educational needs with a qualified counselor. Clients would also be provided copies of information sheets for follow-up on their own. Through the comprehensive information system, clients could receive counseling and information about career options and then relate that information to educational requirements, financial aid opportunities, and such special services as day care centers and remedial programs, among others. The center would also conduct a referral service so that clients coming to the center with problems requiring in-depth psychological treatment could be referred to appropriate and reputable personnel.

Information Delivery Services:

The testing and individual counseling program would be supplemented with information delivery services that would allow center clients interested in pursuing information on their own to obtain certain kinds of factual data. Such services might include a telephone information system by which factual information could be obtained, appointment for counseling made, or the referral number and name of a person given, and a direct mail service which could easily provide information at low cost.

Depending on the center's budget and the client's needs, a number of other options are available to help provide information and to assist in the individual counseling process. One option, VIEW, is a simple information dispensing device. The other options discussed are computerized systems which go beyond the dissemination of information and assist the client in the complex process of decision making. All of these options would help to increase center productivity.

1. VIEW (Vital Information for Education and Work)

   VIEW is a low-cost visual aid system which enables the user to explore independently educational programs and occupations by presenting basic descriptions of schools and jobs. The primary emphasis is on careers, which makes VIEW particularly helpful to the occupationally oriented individual.

The system consists of a viewing screen and an optional printer to copy information. The information is printed on microfiche cards filed in an alphabetical index. When placed in the viewer, the chosen card reveals four pages of facts about a career. These facts include personal traits necessary for the job; job duties; salary information; educational requirements and qualifications; courses of study, including local Community College programs; certificates and degrees; local job opportunities, including names of contact persons; and additional sources of information.

The advantages of the VIEW system include the following: (1) VIEW presents information about local educational and career opportunities; (2) the information helps the user to relate educational programs to career alternatives; (3) VIEW motivates the user toward further independent investigation by listing sources of additional information; and (4) the cost is not prohibitive; implementing the system would cost under $1,000.

As a first step in the educational and career decision-making process, VIEW is a useful information source. In a 1972 evaluation of VIEW, Tadlock Associates, Inc., of Los Altos, California, concluded that the need for a career information system such as VIEW is well established and that no other system in California seems to do a comparable job of providing up-to-date, localized, and easy to understand occupational information.[18]

2. SIGI (System of Interactive Guidance and Information)

SIGI is a computer-based aid to decision making. It is a value-oriented system and a good teaching tool for persons interested in privately defining their values and goals. Using a multiple-choice format, SIGI assists the individual in determining personal values such as leadership, helping others, and job security, and then tests those values against typical work situations. The user may redefine goals at any time to discover which occupations match those goals. After choosing one or more occupations of interest, the user then explores his or her options in that field. When a career is selected, the system helps plan related educational and work-experience programs. Here, SIGI complements the work of the counselor who may then engage in further guidance activities with the client.

There are advantages and disadvantages to the SIGI system in its present state of development. Two main limitations are a potentially high initial investment cost and the lack of

localized information. The advantages of SIGI include the following: (1) SIGI stores and retrieves information instantly; (2) it deals with occupational decisions by bringing together many sets of variables such as personal, career and educational considerations; and (3) SIGI's program stresses freedom of choice and aids in the understanding of the elements involved in choice. By providing a clearly defined context for decision making, SIGI responds flexibly to the individual's specific needs and circumstances.

3. CVIS (Computerized Vocational Information System)

CVIS is a computerized guidance system which provides both career and college information. This information is stored in a System 360 or System 370 computer and is disseminated by means of online cathode-ray tube display terminals. The terminals display value-oriented messages to which the user responds by entering information on a keyboard. An auxiliary printer provides a copy of any visible message or stored data.

The cost of this equipment is relatively high, with initial investment estimated to run over $6,000 per year, exclusive of an additional membership fee to join the CVIS consortium.

Programmed information is updated every two years and includes a vocations exploration package plus eight alternative programs: College Planning; College Selection; Specific College Information; Community College subsystem; Technical and Specialized School subsystem; Apprenticeship subsystem; Local Jobs; and Financial Aid Search.

The advantages of CVIS are that each program allows multiple opportunities for exploring alternatives, making choices, and seeking assistance from counselors; the system is capable of monitoring earlier explorations and of narrowing educational and career alternatives; and information is provided about the consistency of choices made by the user.

The primary problems with CVIS at this time are the lack of local information available in the eight programs and the fairly high initial investment.

Conclusion:

These information delivery services are currently in various stages of development in California. At the present time, VIEW appears to be the most satisfactory system for providing information in terms of cost effectiveness and localized information. This system has been evaluated extensively and is now in operation in many high

schools and community colleges throughout the State. The SIGI and CVIS systems are in pilot stages of development and cannot yet offer the local information necessary to meet the needs of adult users in California.

For the purposes of the pilot community advisement centers, the present cost of computerized systems could be justified only on a regional or statewide basis. As the pilot centers and computer systems develop, and as evaluations of the CVIS and SIGI pilot projects become available, a computerized program of information storage and dissemination should be reconsidered. In the pilot period, Commission staff recommends establishing the VIEW system in each center. The center's staff could help to update and localize information, contributing to the further development and refinement of VIEW. Supplemented with career library materials, VIEW would help to establish the information base necessary for clients to independently explore educational and career opportunities, and would provide an immediately usable and low-cost information system.

HUMANISTIC ENVIRONMENT

Goal:

To insure that the center's staff is sensitive at all times to the needs and special problems of its clients, to the necessity for good human relationships, and to the need to maintain a warm, friendly environment.

Program Objectives:

1. To create a distinctive and warm environment to help clients feel accepted and to promote *esprit de corps* among staff.

2. To provide an intensive pre-service training and orientation program for all staff.

3. To provide a continuous in-service staff education program that supplements the initial orientation and training program.

4. To insure that responsiveness to client needs is the primary goal of the staff.

5. To provide a follow-up program for evaluation of client and staff action and center effectiveness.

The client's first impression of the center is crucial. Many clients will be persons who, for various reasons, may be apprehensive about the counseling process. They may be sensitive because of a background of failure or bad experiences with institutions and bureaucracies.

Each center should create a welcoming environment: a colorful and friendly atmosphere that projects to clients and staff alike the image that this place is something distinctive, something that is going to be effective.

A second crucial process in developing a humanistic environment is the creation of effective orientation and pre-service training programs for center staff. These programs should be planned and implemented through the cooperation of the Commission staff and center directors. The staff must be sensitive to the backgrounds, characteristics, and needs of potential clients. The staff must also be trained to deliver effectively the kinds of counseling and advisement services offered by the center. Finally, to insure that an effective staff stays effective, periodic in-service training programs should be developed.

A third consideration of the humanistic environment should be the emphasis on responsiveness to client needs. The staff exists to serve the public, and each client should be helped or referred to effective services. To assess effectiveness and responsiveness to client needs, a follow-up program and system of confidential records should be kept on center clients. Such records would help to assure that the client is helped as much as possible. Follow-up phone calls to clients to check on the disposition of their needs should be a regular staff activity and a major part of the evaluation of the center.

ACCESS

Goal:

To develop effective programs that provide for dissemination of information about the center and easy physical access to the center to help insure success in serving clients.

Program Objectives:

1. To effectively inform the community about the center, its resources, and how to use them.

2. To enable clients to take advantage of the center's services through easy physical access.

3. To develop a series of outreach programs to take center services to the community.

The center's success depends upon how effectively prospective clients are informed about the center and its resources, and upon the availability of its services. A physical location that is familiar and

convenient must be provided. Where appropriate, branch offices and outreach programs should also be created. The center should be attractive, accessible by public transportation, on a well-traveled route, and equipped with adequate parking facilities. Information about the center must also be provided to the community. Use of the media will help establish an identity for the center. Television and newspaper advertising, along with radio announcements are effective means of introducing the center and its location.

This introduction to the center must be supplemented by a more human element: personal contact with the prospective clients. This will be the key to center success. The staff should meet personally with representatives of existing community agencies, institutions, and special interest groups. Center personnel with special displays and handout information could be stationed in heavy traffic areas such as shopping centers to help inform potential clients about the center and its services. In addition, a telephone information system along with direct mail should be employed as outreach efforts. An aggressive public information campaign should be a high priority of the center both in its early development and as a part of a continuing outreach program.

REFERRAL AND RAPPORT

Goal:

To define clearly areas of service which will not be provided directly by the center, to identify effective counseling services in those areas and develop a referral system for those programs, and to develop harmonious working relationships with agencies and schools in the community.

Program Objectives:

1. To identify competent community counseling services and special programs which meet needs not served by the center.

2. To develop a plan to effectively use referral resources.

3. To maintain close liaison with referral resources, complementing and cooperating with staffs of other agencies to promote maximum exchange of information with minimum duplication of effort.

4. To complement and cooperate with staffs of high schools and other educational institutions in the community.

The center can be effective only by clearly defining and limiting its direct counseling services, yet it has a commitment to help every client obtain the best advice possible. Some clients may have special

problems in areas not handled directly by the center. Such problems may be dealt with by other service agencies or institutions in the community. The center's responsibility will be to see that the client is referred to the appropriate service or program. Because of the variety of counseling services available, a list of agencies and schools, their procedures, and the names of staff contacts should be developed to help simplify client referral. The center staff must establish good working relationships with personnel of these agencies and institutions. Interactions should include the collection and exchange of information, staff seminars on the problems of nontraditional learners, and the exchange of ideas about needed programs. The staff should develop and maintain a handbook of referral resources, along with a record system to follow up and evaluate the results of the referral. In this way, the center can act as a resource-referral unit, coordinating community information rather than duplicating it. Through follow up and evaluation, the effectiveness of community agencies and institutions can be measured. Cooperation, not competition, with other community services will be one of the keys to the center's success in meeting client needs.

EVALUATION

Goal:

To provide for continuous self study and outside evaluation of center objectives and progress toward achieving those objectives.

Program Objectives:

1. To conduct a yearly self study.

2. To conduct monthly staff seminars that continually reassess the progress toward the center's goals and objectives.

3. To develop a program to insure that evaluation results are used as a basis for appropriate revision or changes in the center's operations.

4. To conduct a comprehensive evaluation of the center after three years of operation.

The purpose of this set of program objectives is to insure that a rigorous evaluation program is developed, implemented, and its results reported. The proposal for community advisement centers calls for a number of "pilot" centers to be established. These pilot centers should be given three years to develop successful programs. The first year would be devoted to developing and refining the center's information system, creating publicity, and establishing community identity. The second year would allow for any necessary expansion in staff and for the revision and improvement of all center

programs. The third year would be devoted to running a fully operating center based on local needs. At the end of the three-year period, a thorough evaluation by outside consultants should be made of the pilot programs and a recommendation made to the Commission and to the Legislature either for terminating the centers or expanding the advisement center concept. Criteria for evaluation should include the following: (1) attainment of stated objectives; (2) public use and client opinions of the center's operation; (3) results of counseling or referral based on follow-up records; and (4) staff and evaluator judgment of the overall effectiveness and contributions of the center to the community.

C. Advantages and Disadvantages of Community Advisement Centers

The proposal to implement a number of pilot community advisement centers has elicited both support and opposition. Those who favor the proposal see it as a means to bring effective, consumer-oriented, comprehensive counseling services to those adults who are not being served by overburdened high schools or colleges. Proponents argue that these centers would help reduce much of the duplication, competition, and overlap of many counseling services which are understaffed, underfunded, and usually in business for short periods of time.

Proponents also stress the consumer-oriented aspects of an independent center, a center free from recruitment pressures. Supporters of the center concept feel that a consumer-oriented educational and career advisement center would be a valuable service both to the individuals served and to society as a whole. Many people interviewed during the study stressed two needs: to advise people about areas where society needs skilled personnel and to help individuals relate educational programs to their career interests. These are the primary goals of the centers. Finally, advocates see the centers developing into unique community resources--identifiable, effective organizations where specific services are available to members of the community not served by schools or colleges.

Opponents of the proposal argue that the centers might duplicate existing or proposed programs. In addition, they state that the size of potential clientele is unknown and that independence from existing institutions would create problems of recognition and identity. A final argument against the concept is that the cost of extending these kinds of centers throughout California would be high, and that equal or better service might be provided by such alternatives as increased funding of segmental programs or existing agencies.

While the proposed center's merits and limitations must be tested in practice, there is sufficient evidence and expert opinion testifying

to the need for counseling and advisement services for adult populations not served by our existing institutions. Implementation of the proposed pilot centers, followed by a rigorous evaluation of their successes and shortcomings would be a significant test of the community advisement center concept as an alternative for meeting the counseling needs of a large percentage of California's adult population.

D. Management, Staff, and Fiscal Considerations

A crucial factor that will determine the success of the centers is the development of an effective management plan. It is imperative that the fundamental functions of management--planning, organization, communication, motivation, and evaluation--be built into the management plan and not left to chance or accident. A "management by objectives" plan which clearly specifies the goals, program objectives, and the support services necessary to achieve them seems to be the most appropriate approach to implementing the center programs.

Program objectives should include plans for orientation and pre-service training, physical organization, special center programs, and programs of evaluation and revision of center activities. The goals and objectives proposed in this report should be regarded as the minimum guidelines--to be augmented by local needs and staff initiative.

IV. ORGANIZATION AND COORDINATION - THREE ALTERNATIVES

There are several alternative ways to organize and coordinate a pilot program of community advisement centers. The following three alternatives are presented for consideration:

A. Alternative I - The Independent Center Model

STATEWIDE

In this model, as stated in ACR 159, the project would be coordinated by the California Postsecondary Education Commission. The staff of the Commission would select project directors and work with the pilot centers in developing programs for planning, implementation, and evaluation of the centers. Advantages of administration by the Commission include the following: The Commission's information system would be a vital asset in enabling the centers to provide current educational and financial aid information. In addition, the work of the Commission staff in developing this proposal would be a valuable guide to the centers as they move from the planning to the implementation stage. Finally, as the primary State agency concerned with postsecondary education, a leadership role in developing comprehensive counseling centers for adults would be a natural function of the Commission.

A State-level advisory board should be established to advise the Commission staff about center policies and program development. Board members should include representatives from each segment of postsecondary education, the State Department of Education, and the State Department of Employment Development. Commission staff would work with the board to insure that information is disseminated and shared, and that the centers operate within the guidelines established by the Commission.

LOCAL

The major purpose of the local centers is to serve a large percentage of the community with guidance activities. Establishing a local community advisory board for the center should help to achieve this purpose. Local board members would be expected to display a responsiveness to local needs and to help establish rapport among all community groups.

The local board should also work to coordinate counseling activities in the area. Each member would help publicize the center's activities to his or her part of the community, directing public attention to the center and its resources. With each member involved in various community activities, the board as a whole would be able to call attention to any needed programs or duplication of efforts, and it would help to insure cooperation among all community agencies and institutions.

Membership on the advisory board should include representatives from local educational institutions, industry, labor, civic groups, and appropriate government agencies. In addition, counselors and student groups should be represented. Recommended members include the following: one California State University counselor, one University of California counselor, one Community College counselor, one independent school representative, one proprietary school representative, one adult education representative, one or two counselors from local high schools, one or two student representatives, one or two community agency representatives, one local labor organization representatives, and one representative from the Chamber of Commerce. An open-minded membership policy would ensure that any interested citizen could participate or contribute valuable advice towards the effective operation of the center.

To insure effective operation of the center, a six-month "start up" period should be built into the plans. Within the guidelines of this report, the following would be accomplished: a local advisory board would be selected; a location would be chosen; the budget prepared by the director; staff would be hired; pre-service training and orientation programs would be developed and implemented along with the outreach program; information would be collected and made available in an effective format; liaison and cooperative relationships would be established; and the publicity program would begin.

CENTER STAFF

The need for staff will depend on location, the type of program or model being implemented, and the response of the community to the center. The sample staff pattern in this report reflects needs suggested by expert opinion, surveys, interview data, and the proposed goals and program objectives. Variations of this pattern should be made where local needs call for different model programs.

The basic staffing pattern, and the duties recommended for each staff member are as follows:

1. Director: The director would be responsible for the overall management of the center. He or she would prepare the budget, select the staff, and supervise the in-service training program. This person should work with the assistant director in establishing the community relations program. The director should be sensitive to and involved in all functions of the center, and where possible the director's duties should include some direct counseling. Considerable counseling and management experience should be a prerequisite for employment.

2. Assistant Director/Counselor: Initially the assistant director would be involved with planning and management. After the

center is well established, some of his or her time should be spent in counseling. The assistant director should be in charge of research and should explore community and institutional programs, seeking to establish the referral and rapport programs. Responsibility for the testing program is another duty.

3. Educational Counselor: This person should be an expert in academic and financial aid counseling. The educational counselor would be in charge of test administration and evaluation and should help act as liaison with neighboring institutions. The educational counselor should also help provide in-service training programs and information for counselors and staff on the characteristics and needs of non-traditional learners.

4. Career Counselor: The career counselor should be responsible for all career information systems. This person should be an expert in vocational counseling and any technical aids utilized by the center (such as VIEW system). This person would act as a community liaison with local businesses and industries. He or she should work closely with the educational counselor to establish a relationship between educational and vocational needs counseling.

5. Paraprofessionals (two or as needed): The paraprofessionals would engage in such activities as the follow-up and the outreach programs. Other duties would include library work and updating information. In addition, these persons, along with the professional counselors, should engage in any group counseling offered by the center for clients with particular interests. Group programs could include human potential seminars as well as skill sessions in topics such as interview techniques and resume writing. With extensive in-service training, paraprofessionals would eventually engage in individual information counseling.

   When additional assistance is needed, interested graduate students could be employed to work with the paraprofessionals. This practice would provide good training for the students and good segmental contact for the centers. As part-time counselors, these students could help meet the special needs of community groups such as ethnic minorities. In addition, retired professionals might work part-time with groups of older adults or persons interested in particular careers.

6. Librarian/Counselor: The librarian/counselor would be the center's information specialist. This person would help collect, coordinate, and distribute education and career information. He or she would work with the career counselor

to make recommendations for updating and localizing VIEW information based on client needs. The librarian/counselor would establish and maintain a library for the main center and its branches, ordering and cataloging all the supportive materials necessary for advisement. This person would do some counseling if time permits.

7. Receptionist (1) and Secretary (1): Both of these people will handle incoming calls and screen clients in order to direct them to the proper center personnel. Typing, telephone and mail response will be among the duties, as well as referral and library work.

8. Staff Assistants (1-2): These are part-time positions to help with typing, filing, library work, and miscellaneous tasks.

Obviously, one staff plan will not serve for all centers. The center staff pattern should reflect local needs and differing models. For example, where local needs dictate, information and counseling should be made available in other languages as well as English. The proposed plan is intended only as a minimal guideline to help insure achievement of stated objectives. As the centers grow, the management staff (the director, assistant director, and educational and career counselors) could become more involved in the training and supervision of personnel at the branch center and the paraprofessionals could engage in more direct counseling as their skills are developed.

PROPOSED ANNUAL CENTER BUDGET

Recommended Salaries for Center Staff

Director	$22,000		
Assistant Director	18,000		
Educational Counselor	13,000		
Career Counselor	13,000		
Paraprofessional	10,000		
Paraprofessional	10,000		
Librarian/Counselor	10,000		
Clerk Typist II	7,500		
Stenographer II	8,000		
Staff Assistants (2 at $3.00 an hour, 20 hours per week)	4,800		
Total Salaries		$116,300	
Fringe Benefits (19% of total salaries)		22,097	
Total			$138,397

Possible Operating Expenses

Rent	$10,000		
Library Materials (catalogs, surveys, files, books)	3,000		
Media Materials (tape recorder, Xerox)	4,000		
VIEW Development	1,000		
In-Service Education Program	1,000		
Travel	3,500		
Telephone	2,500		
Postage	1,200		
Printing and Publicity	2,000		
Miscellaneous	3,000		
		$ 31,200	
Capital Expenditures			
Machines (3 typewriters, adding machine, calculator)	$ 2,000		
Furniture	5,000		
		$ 7,000	
Total Operating Expense			$ 38,200
Total Budget			176,597
Indirect Costs (15% of Total Budget)			26,490
Budget Total for One Center			203,087*
Capital Expenditures			- 7,000
Budget Total for Second Year			$196,087

* $203,087 = first year total because of initial cost of furniture and office machines.

These budget figures represent estimates for one central center. In addition, depending on local needs, branch centers could be established. These branches would be smaller in size and staffed primarily by paraprofessional personnel under the direction and guidance of the main center. The members of the management staff, consisting of the director, assistant director, and two professional counselors, would be based at the main center, but would divide their time and services among the branch operations to train and oversee branch personnel. The staff of each branch would include one director/professional counselor, three paraprofessionals, one secretary, and two student assistants. The assistants would maintain the branch library under the direction of the main center's librarian/counselor who would spend some time working at each branch. The operating expenses of the branch centers would remain about the same as those of the main center, with whatever savings achieved in materials being spent on

developing outreach programs and in meeting unanticipated expenses. The number and salaries of staff would be reduced considerably as follows:

Director/Professional Counselor	$18,000		
Paraprofessionals (3 at $10,000 each)	30,000		
Secretary	8,000		
Student Assistants (2 at $3.00 an hour, 20 hours a week)	4,800		
Total Salaries		$60,800	
Fringe Benefits (19% of total salaries)		11,552	
Total			$ 72,352
Total Operating Expense			38,200
Total Budget			110,552
Overhead (15% of total budget)			16,583
Budget Total for One Branch Center			$127,135

The Commission staff needed to coordinate the community advisement center project would consist of one Higher Education Specialist with a background in counseling and management, one part-time Junior Staff Analyst to help collect, coordinate, and disseminate educational and financial aid information to the centers, and one secretary on a part-time basis. Recommended salaries and expenses for the Commission staff are as follows:

Higher Education Specialist I (3/4 time)	$16,500		
Junior Staff Analyst (1/2 time)	5,000		
Secretary (1/2 time)	4,000		
Total Salaries		$25,500	
Fringe Benefits (19% of total salaries)		4,845	
Total			$ 30,345
Travel - Staff	$ 1,500		
Travel - State Advisory Board	1,500		
Materials	500		
Evaluation and Dissemination	2,000		
Total Operating Expense			5,500
Total Budget			35,845
Overhead (15% of total budget)			5,377
Total Budget for Commission			$ 41,222

In addition to these expenses, each local advisory board would be allowed $1,000 for travel and miscellaneous expenses, or a total of $3,000 for the pilot projects.

FUNDING

A weakness of many independent counseling centers is the year-to-year basis on which they are funded. If the Legislature deems the community advisement center pilot programs successful after evaluation, the centers should be funded by the State as a service to the citizens of California.

LOCATION

The nature of the services provided by a particular community advisement center will be conditioned by the social and economic characteristics of the area in which the center operates. Because of these variable characteristics, the initial selection of sites for the pilot centers is a somewhat arbitrary task. Available educational institutions and programs, existing public guidance services, a sizeable population, and the local job market outlook all serve as variables in selecting locations for a center.

ACR 159 states that a number of pilot centers in differing locations should be implemented and evaluated. On the basis of the centers' actual operating experiences, it can then be determined how many centers may be needed and where they are needed on a statewide basis to effectively serve the California adult population.

It is difficult to predict the number of people who would use the different services of the center. The field survey conducted by the Educational Testing Service estimated that as many as 3 million California adults would be interested in using such services. Obviously, the amount of time required for client service will differ for each individual. Needs will range from simple telephone requests, to direct mail response, to testing and in-depth counseling. If experiences of counselors and administrators who were consulted in the course of the study are accurate, each center could serve annually as many as 5,000 to 6,000 adults in person, and perhaps three times that number by telephone and direct mail.

This report proposes three possible locations for the pilot centers, each with differing sets of variables. The locations are (1) San Francisco with a central information center and one branch office, (2) downtown Sacramento plus an outreach program, and (3) the West San Fernando Valley. Exact locations should be determined by the center's director and the Commission staff, with the assistance of the local advisory board.

The recommended pilot areas are as follows:

1. San Francisco: San Francisco is recommended as the site for an urban model community advisement center. The criteria used

in selection an urban location included a good transportation system, a wide range of educational and career opportunities, successful existing consumer services to build upon, and an economically and ethnically diverse population.

The Commission staff proposes that a main center should be established in the downtown district of San Francisco, with a branch office in either the Mission district, Hunter's Point, or Daly City.

These locations should be considered from the standpoint of accessibility and clientele. The downtown area has good community visibility and is served by an excellent rapid transit system. The "typical" clientele in this location may prove to be persons already employed but interested in advancing or changing careers. The Mission district, primarily Latino and Chicano but with a diverse ethnic population, would be an excellent location for a branch center, possibly affiliated with an existing organization such as the LULAC (League of United Latin-American Citizens) Education Service Center. Affiliation of this kind would be a good test of the center's objective of cooperation without duplication. Other potential branch sites, depending on the local advisory committee judgment, might be either Hunter's Point, a predominately black, low-income area not served by an effective transportation system, or the Daly City area with its large and diverse population.

2. Sacramento: California's capital is recommended as a second location for a pilot center. Few existing counseling services in Sacramento are directly involved in comprehensive educational/career guidance. The nonacademic agencies that do offer career counseling are primarily oriented toward job placement.

   A full range of postsecondary educational and vocational programs is available in the Sacramento area. Three Community Colleges, two public four-year universities, and two independent institutions offer academic and occupational programs. Training programs in vocational skills are available at 55 private vocational and technical schools, through the school districts' adult education programs, and at a Skills Center sponsored by the Sacramento School District.

   Sacramento affords both an urban and suburban atmosphere in which to test the community advisement center concept. A downtown location should be considered in order to reach the working clientele interested in career changes or further education, especially the large numbers of State workers. In addition, this location would provide good access for a wide range of economic and ethnic groups within the city limits.

The Sacramento center could also help serve the large, rural area of northeastern California through an outreach program operated by the Northeastern California Consortium. The Consortium and its Rural Outreach Program could be utilized to adapt the concepts of an advisement center and decentralize the ways in which information and services are disseminated. Building on elements of current programs, a rural model could be established in a short period of time and with limited financial expenditures.

3. West San Fernando Valley: The western half of the San Fernando Valley offers a suburban environment for a pilot community advisement center. Commission staff recommends that one center be established in a central location, to be determined by the center director, the staff of the California Postsecondary Education Commission, and a local advisory committee.

   This Valley environment offers the opportunity to serve a different population--a relatively affluent clientele which has indicated an interest in using services like those provided by the advisement centers. The survey by the Educational Testing Service indicated this interest, and a pilot center would afford the chance to test actual center usage against the survey's findings, enabling the Commission to make a better projection of the need for community advisement centers statewide.

B. Alternative II - The Consortium Model

Alternative II would use the work of the Commission staff in developing a general model plan as a guideline for meeting adult counseling needs, but the final proposal would come from existing intersegmental consortia.

This alternative would not make the Commission an administrative agency of the State. The consortium model would build on the work of intersegmental cooperation groups and would provide an effective way to cooperate with institutions already within a region. To help ensure responsiveness to local needs, each consortia would establish an advisory board of representatives from local educational institutions, labor, civic groups, and appropriate government agencies. As indicated in Alternative I, recommended members would include the following: one California State University counselor, one University of California counselor, one Community College counselor, one independent school representative, one proprietary school representative, one adult education representative, one or two counselors from local high schools, one or two student representatives, one or two community agency representatives, one local labor organization representative, and one representative from the Chamber of Commerce. An open-minded membership policy

would ensure that any interested citizen could participate or contribute valuable advice towards the effective operation of the center.

It is proposed that two pilot advisement center programs be funded by the Commission: an urban model through the San Francisco Consortium, and a rural model through the Northeastern California Consortium. The San Francisco Consortium consists of City College of San Francisco; Golden Gate University; Hastings College of Law; Lone Mountain College; San Franicisco State University; University of California, San Francisco; and the University of San Francisco. The Northeastern California Consortium consists of Butte College; Feather River College; Lassen College; Shasta College; College of the Siskiyous; Yuba College; California State University, Chico; and University of California at Davis.

The San Francisco Consortium proposes to develop one pilot community advisement center within the guidelines and budget suggested earlier in the general model developed by Commission staff, but with a stronger emphasis on coordination and cooperation with existing centers and institutions in San Francisco. The total cost of a pilot center in San Francisco would be $203,087.

The Northeastern California Consortium proposes to develop a rural model for adult counseling services. Northeastern California's population, which barely exceeds 400,000, is spread out over an area as large as the state of Ohio (39,298 square miles). In 1974 the unemployment rate was 8.5 percent; and the per capita income was $3,787--23.9 percent less than the statewide average of $4,976. In the spring of 1975 four of the thirteen counties comprising the region experienced unemployment rates in excess of 22 percent. The rate in seven additional counties was over 13 percent.

As noted earlier the region is served by eight colleges and universities. The Consortium has been successful both in developing a broad plan for meeting the educational needs of a rural population and in beginning to implement that plan.

A coordinator for the adult counseling program in northeastern California could be housed at NCHEC. A special advisory committee would be established to assure participation by all educational segments; related agencies such as Employment Development Department, the Cooperative Library System, and the Senior Information and Referral Center (SIRC); community involvement including elderly, women, Native Americans, Chicanos, and Blacks; and major employers. The coordinator would maintain liaison with all participating educational institutions, including outreach directors; all related agencies; and special projects. Responsibilities would include planning and administration of all training, negotiations and supervision of any contracts for media work,

administration of project budget, and preparation of reports for NCHEC and the Postsecondary Education Commission.

The project would build on the following outreach program components:

1. Outreach Workers: During the past two years experienced adults residing in remote communities have been employed by several Community Colleges in the region to advise neighbors and acquaintances about college resources, and advise the colleges about community needs and readiness for educational programs. This group could be expanded and provided with supplementary training and materials to assure on-going counseling and referral services.

2. Learning Facilitators: Multi-subject outreach classes are conducted at more than 30 remote locations in northeastern California. At these sites learning facilitators, who are experts in the learning process rather than in academic disciplines, help to create a supportive learning climate and assist individual adults in utilizing self-paced programmed instruction. Students earn academic credit for their work at whatever level is appropriate--high school, college, or university. By improving the learning facilitators' skills as paraprofessional advisors, the essence of an advisement center would be extended to over 30 rural communities. Training, materials, supervision, and backup will be necessary.

3. Public Library Branches as Local Community Advisement Centers: The Northeastern California Higher Education Council has developed a supportive working relationship with the North State Cooperative Library System, and local library branches have been inventoried as learning centers. Agreements exist for sharing films and other nonprint materials, and a van makes regular runs among public and academic libraries to deliver materials. With the appropriate training and materials, local librarians can administer self-assessment inventories and other tests.

4. Instructional Television: Microwave links between the University of California, Davis and California State University, Chico and from the Chico campus to Public Television State KIXE in Redding are now completed, enabling both open- and closed-circuit educational broadcasting in major portions of northeastern California. California State University, Chico has developed and field-tested models for live, interactive television, and the format can be adapted

for outreach and advisement purposes. Through television-conference-call arrangements, clusters of potential students at remote sites can tune into special TV programs and interact with experts at the television station. Since the necessary equipment is already in place, the only costs are for program production.

5. IRIS: California State University, Chico has established a toll-free telephone advisement service called Information Referral System (IRIS). Currently it responds to over 700 calls per month during the academic year. This service could be expanded to provide information regarding the full scope of educational services available throughout the region.

6. Audio Tapes: The North State Cooperative Library System also operates a special program, "Project Listen In." Over 2,000 audio cassette tapes have been collected or produced for distribution to participating library branches. Additional tapes on career advisement can be produced at minor cost.

7. Professional Counseling: While many functions and activities of an advisement program can be carried out effectively through the use of media and paraprofessionals, professional support and evaluation must be available to assure the competence and integrity of the system as a whole. Funds must be available to hire qualified professionals from participating institutions on an hourly or overload basis to respond to needs as and where they arise. Mobile advisement teams including university graduate students can be organized to visit all outreach classes, community learning centers, and specially scheduled events in local communities.

8. Advisement Materials: Regional materials have been developed, including NCHEC's career planning guide, "What It's At," and the Health Manpower Council's "Health Careers Directory." Each educational institution has produced its own brochures describing its programs and services in still greater detail. These should be supplemented by additional materials collected or produced by staff at the Postsecondary Education Commission.

The total annual budget for the pilot program in northeastern California will be $172,278.

At the end of the pilot period the programs would be evaluated and recommendations made for termination or permanent funding. If the pilot programs were successful, they would serve as a model for expanding the counseling program statewide through existing consortia.

C. Alternative III - The Grant Model

A final alternative for implementing adult community advisement centers would be for the California Postsecondary Education Commission to administer a special pilot grant program. In this alternative a specific amount of money ($300,000) would be set aside for fund selected proposals on adult counseling. The proposals would meet the guidelines for goals and objectives outlined in the Commission position paper but all groups in the State would be eligible.

The proposals would be judged on a competitive basis according to criteria set by the Commission, and the best proposals would be funded on a pilot basis for three years. At the end of the pilot period the programs would be evaluated and considered for permanent funding. While this alternative would allow a wider variety of models, it would not necessarily provide a basis for developing a systematic statewide program as in Alternatives I and II.

V. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

In the judgment of Commission staff the most effective pilot program for testing the concept of adult community advisement centers is Alternative II - The Consortium Model. This alternative builds on the work of existing intersegmental consortia; it helps insure that proposals are based on local need and tailored to local conditions; and it provides a base for expanding the concept statewide if the pilot programs are judged successful. Alternative II avoids the bureaucratic problems that could be created under Alternative I, and it offers a more solid and realistic base for statewide planning than does Alternative III.

B. Recommendation

In response to ACR 159, the California Postsecondary Education Commission recommends that the California Legislature provide $375,365 per year for a three-year pilot program of community advisement centers for adult counseling in California. At the end of the three-year pilot period, a rigorous evaluation of the centers should be conducted by a study team of Commission staff and outside consultants and recommendations made to expand or terminate the community advisement center program.

C. Statewide Implications

Each pilot community advisement center has the potential to be a model for future centers throughout the State. However, since the proposed centers are experimental, projecting the needs of the State must await project evaluation. Upon completion of the pilot phase, the staff of the Postsecondary Education Commission would examine the results of the evaluation as a basis for preparing a report to the Legislature about the need for and cost of a statewide system of independent community advisement centers.

The anticipated benefits of the proposed pilot community advisement centers might be as follows: The community would benefit from greater returns on its expenditures for education; educational institutions would operate more effectively if those enrolled are properly placed; and the individual would benefit if he or she could avoid unwise career decisions that are wasteful and frustrating or was encouraged to aspire to higher levels of personal achievement.

The proposed centers would also experiment with techniques for extending the benefits of effective educational and career guidance to a broader segment of the general public than is presently being served. By refining procedures for advising persons with diverse backgrounds and

needs, by packaging and distributing information in new formats, and by making more extensive and coordinated use of community resources, the centers would hope to demonstrate the educational and economic feasibility of a program that can be duplicated in similar centers throughout the State.

D. Summary

Both opportunities and demands for postsecondary education have increased significantly for the California adult population. As a result, there is a need to provide more effective information and guidance services to those not currently enrolled in high school or college. The size of the potential counseling clientele, the confusion of the current job market, the lack of coordination or cooperation in distributing available information, and high student/counselor ratios in campus-based counseling programs all point to the need for new counseling services.

ACR 159 directed the California Postsecondary Education Commission to develop a plan for establishing independent postsecondary education counseling centers. Based on interviews, a review of the literature, and site visits to existing counseling centers, the Commission study team determined the consumer-oriented advisement centers offering career and educational guidance based on the relationship between work and education would best serve the counseling needs of California adults. Three alternative plans were developed proposing pilot advisement centers, each offering educational and career counseling, financial aids information, special services information, a referral program, and a testing program. Included in the proposal is a plan for a center information system which would help coordinate and disseminate existing information about local opportunities, programs, and services.

Other center objectives include establishing a visible, accessible location with a community outreach program; creating a non-threatening environment; developing a staff of specially trained counselors, sensitive to the decision-making needs of adults; maintaining good community and institutional rapport; and developing a comprehensive system of evaluation.

In order to achieve these objectives, the study team recommends that Alternative II, the consortium model, be adopted and that the community advisement center project be fully funded by the State for a three-year pilot period.

Systematic State funding would insure that the centers are not hindered by the problems of underfunding, understaffing, poor planning, and short life spans, which have plagued many of the past attempts at providing community-based counseling services. At the end of the pilot period a rigorous evaluation of the centers would be conducted and recommendations made for expanding or terminating the program.

FOOTNOTES

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5. J. B. Lon Hefferlin, Richard E. Peterson, Pamela J. Roelfs, California's Need for Postsecondary Alternatives: First Technical Report, Part One, Educational Testing Services, Berkeley, California, 1975, p. 98.

6. National Advisory Council on Vocational Education, Counseling and Guidance: A Call for Change, 6th Report, July 1, 1972, p. 4.

7. California Advisory Council on Vocational Education and Technical Training, Career Guidance in California, Winter 1974, p. 6.

8. Report of the Joint Committee on the Master Plan for Higher Education, California Legislature, September 1973, p. 42.

9. Dorothy M. Knoell, Community Educational Advisement Center: A Proposal for Planning, submitted to the Fund for the Improvement of Postsecondary Education, May 1973.

10. Commission on Nontraditional Study, S. P. Gould, Chairman, Diversity by Design, Jossey-Bass Publishers, San Francisco, 1973.

11. Theodore M. Hesburgh, Paul A. Miller, Clifton R. Wharton, Jr., Patterns for Lifelong Learning, Jossey-Bass Publishers, San Francisco, 1973.

12. Carnegie Commission on Higher Education, Toward a Learning Society: Alternative Channels of Life, Work and Service, McGraw-Hill, New York, 1973.

13. Lucy T. Comly, Community-Based Educational and Career Information and Counseling Services for the Adult Public, Draft Report, January 20, 1975, p. 10.

14. Richard E. Peterson, Pamela J. Roelfs, Donald Fisher, et al, Community Needs for Postsecondary Alternatives: First Technical Report, Part two Educational Testing Service, Berkeley, California, 1975, p. 21.

15. Postsecondary Alternatives to Meet the Educational Needs of California's Adults. Final report of the feasibility study.

16. Ibid., page 98.

17. The Five-Year Plan for Postsecondary Education in California, 1976-81, Draft Report, California Postsecondary Education Commission, Sacramento, California, June 1975.

18. A Study of the VIEW System in California, Final Report, Tadlock Associates, Inc., Los Altos, California, May 1972, p. 17.

APPENDIX 1

ANNUAL BUDGET TOTALS

ALTERNATIVE I

1. CALIFORNIA POSTSECONDARY EDUCATION COMMISSION		$ 41,222
2. SAN FRANCISCO		
Main Center	$203,087	
Branch 1	127,135	
Budget Total for San Francisco		330,222
3. SACRAMENTO		
Main Center	203,087	
Rural Outreach Program	64,475	
Budget Total for Sacramento		267,562
4. WEST SAN FERNANDO VALLEY		
Main Center	203,087	
Additional Outreach Expense Allowance	3,000	
Budget Total for West San Fernando Valley		206,087
5. LOCAL ADVISORY BOARD EXPENSES		3,000
TOTAL ANNUAL BUDGET FOR COMMUNITY ADVISEMENT CENTER PROJECT		$848,093

ALTERNATIVE II

1. SAN FRANCISCO CONSORTIUM	$203,087
2. NORTHEASTERN CALIFORNIA CONSORTIUM	172,278
TOTAL	$375,365

NORTHEASTERN CALIFORNIA CONSORTIUM BUDGET

Personnel

Project Coordinator, 100%		$ 20,000
Clerical, 100%		8,000
Student Assistants, Up to $2.60/hr., 75 hrs./wk.		10,000
Professional Advising Services, 3333 hrs. @ $12/hr.		40,000
Outreach Workers, 50 @ $100 X 3 Cycles		15,000
		$ 93,000
Fringe Bennefits @ 19% X 28,000		5,320
TOTAL PERSONNEL		$ 98,320

Operating Expenses

General		$ 2,500
Telephone Advisement Service		5,400
Testing Materials		2,500
Publicity and Promotion		1,500
Printing and Postage (Includes Newsprint Mailings to Households)		20,000
Travel		6,000
Regional Staff	$ 2,500	
Training Events	2,000	
Advisors	1,500	
Contract Services		12,000
Training	6,000	
Evaluation	6,000	
Equipment		1,500
TOTAL OPERATING		$ 51,400
Indirect Costs @ 15% Direct Cost		22,558
TOTAL COST		$172,278

ALTERNATIVE III

Grants	$350,000	
CPEC Staff	40,049	
TOTAL		$390,049

APPENDIX 2

Advisors to the Community Advisement Center Project and Persons Interviewed

ADVISORY COMMITTEE

Ms. Nancy Carlton, Counselor, Continuing Education, California State University, Sacramento

Ms. Louise Chiatovich, Counselor, Continuing Education, California State University, Sacramento

Dr. Richard Gilles, Dean of Students, Sacramento City College

Ms. Harriet Glickman, Center Administrator, Educational Opportunity Center, University of California, University Extension, Los Angeles

Mr. John Rodelo, Director, LULAC Education Service Center, San Francisco

Mr. Jaime Soliz, Supervising Counselor, LULAC Education Service Center, San Francisco

Mr. Leon Wood, Project Director, Educational Opportunity Center, University of California, University Extension, Los Angeles

PROPOSAL CRITIQUE COMMITTEE

Mr. David Barer, Lawton School, Encino

Dr. Thomas M. Bogetich, Executive Director, California Advisory Council on Vocational Education and Technical Training, Sacramento

Mr. Jonathan Brown, Associate Director, Association of Independent California Colleges and Universities, Sacramento

Dr. Gerald D. Cresci, Dean of Program Planning, California Community Colleges, Sacramento

Dr. Ronald F. Detrick, Director of Career Education, San Diego City Unified School District

Dr. David Kagan, State University Dean, Student Affairs, California State University and Colleges, Los Angeles

Mr. Howard Shontz, Director, Office of Relations with Schools, University of California, Berkeley

ADDITIONAL ADVISORS/INTERVIEWEES

Mr. Van Aikman, Director, Office of Relations with Schools, California State University, Sacramento

Dr. William F. Banaghan, Director, Vocational Education Planning Area V, Alameda and Contra Costa Counties, Pleasant Hill

Dr. John Barr, Professor, Counselor Education Department, San Jose State University

Ms. Kathleen Barry, Women's Advocate, California State University, Sacramento

Mr. Paul Bellamy, Head of Counseling, Homestead High, Cupertino

Mr. Robert A. Berger, Director of Computer Services, Pasadena City College

Ms. Rosemary Braxton, Assistant Director of Learning, Assistance Center, University of California, Davis

Mr. Seth Brunner, Commission Member, California Postsecondary Education Commission, Davis

Mr. Clive Condren, Assistant to Vice President, Educational Relations, University of California, Berkeley

Dr. Patricia Cross, Senior Research Psychologist, Educational Testing Service, Berkeley

Ms. Lynn DeLapp, Employee Development Consultant, California State Personnel Board, Sacramento

Ms. Doris Dosser, Librarian, Chatsworth Public Library

Ms. Noreen Dowling, Assistant Dean, Division of Extended Learning, University of California, Davis

Ms. Marion Duane, Librarian, West Valley Regional Branch Library, Reseda

Ms. Joan Garfinkle, Counselor, Career Guidance Center, San Francisco

Ms. Ann Givens, Librarian, Davis High School

Dr. Stanley Greene, Consultant, Department of Education, Sacramento

Dr. J. B. Hefferlin, Director of Special Projects, Josey-Bass, Inc., Publishers, San Francisco

Dr. Harold L. Hodgkinson, Director, National Institute of Education, Washington, D. C.

Dr. Shepard A. Insel, Dean of Continuing Education, San Francisco State University

Dr. Milo Johnson, Superintendent, Mt. San Jacinto Community College District, San Jacinto

Mr. Greg Kast, Principal Analyst I, Educational Relations, University of California, Berkeley

Dr. Lee Kerschner, Assistant Executive Vice Chancellor, California State University and Colleges, Los Angeles

Mr. John Leahy, Director, San Diego Adult Career Guidance Service

Dr. Irvin Gustaf Lewis, Vice President for Student Personnel Services, Pasadena City College

Ms. Phyllis A. London, Coordinator, Business Administration Program, San Francisco State University

Ms. Marianne Loniello, Counselor, Pasadena City College

Dr. Fran Macy, Director, Regional Learning Service, Syracuse, New York

Mr. George McIntyre, Field Representative, Northern California Area Planning Council, California State University, Chico

Dr. Richard Peterson, Research Psychologist, Educational Testing Service, Berkeley

Mr. Frank Ramirez, Director, Office of Education/Training Liaison, Employment Development Department, Sacramento

Mr. Ed Robings, Dean of Students, Los Angeles Harbor College

Dr. Richard Sax, San Francisco Consortium

Dr. Keith Sexton, Dean, University Extension Programs, University of California, Berkeley

Dr. William M. Shear, Academic Vice President, Armstrong College, Berkeley

Ms. Jeanne Smith, Counselor for the Part-time Degree Program, Division of Extended Learning, University of California, Davis

Dr. Anne Upton, Program Administrator, Department of Education, Sacramento

Ms. Kathleen Wheeler, Counselor, Guidance Plus, Sacramento

Dr. Ed Whitfield, Director, California Pilot Career Guidance Center, San Diego

APPENDIX 3

AMENDED IN ASSEMBLY JUNE 28, 1974

CALIFORNIA LEGISLATURE—1973-74 REGULAR SESSION

Assembly Concurrent Resolution No. 159

Introduced by Joint Committee on the Master Plan for Higher Education (Assemblyman Vasconcellos, Chairman)

January 10, 1974

REFERRED TO COMMITTEE ON EDUCATION

Assembly Concurrent Resolution No. 159—Relative to the California Postsecondary Education Commission.

LEGISLATIVE COUNSEL'S DIGEST

ACR 159, as amended, Joint Committee on the Master Plan for Higher Education (Assemblyman Vasconcellos, Chairman) (Ed.). Postsecondary education plans.

Directs California Postsecondary Education Commission to develop and submit to the Legislature and the Governor:

(1) A plan for establishing, on a pilot basis, independent postsecondary education counseling centers in several urban and rural areas, subject to specified conditions;

(2) A plan for establishing regional postsecondary education councils throughout the state, subject to specified conditions; and

(3) A plan for administering a fund to support innovation in postsecondary education, subject to specified conditions.

Fiscal committee: yes.

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Resolved; by the Assembly of the State of California, the Senate thereof concurring, That the California Postsecondary Education Commission is hereby directed to develop and submit to the Legislature and the Governor a plan for establishing, on a pilot basis, independent postsecondary education counseling centers in several urban and rural areas, subject to the following conditions:

(1) The centers shall offer college opportunity information and counseling to any potential applicant;

(2) Counseling shall include information on proprietary schools and vocational education opportunities, as well as higher education;

(3) The centers shall provide continually updated information for high school counselors responsible for college counseling;

(4) The centers shall coordinate recruiting and counseling pools among neighboring institutions to facilitate admission of educationally disadvantaged candidates;

(5) Where local needs dictate, information and counseling should be available in other languages, as well as English;

(6) The commission shall be responsible for administering, staffing, and evaluating the programs; and

(7) The staff shall be employees of the commission; and be it further

Resolved, That the California Postsecondary Education Commission is hereby directed to prepare and submit to the Legislature and the Governor a plan for establishing regional postsecondary education councils throughout the state, subject to the following conditions:

(1) Each council shall be composed of community representatives and representatives of each postsecondary institution within the region;

(2) The regional councils shall promote interinstitutional cooperation and comprehensive regional planning; and

(3) Specific functions shall include:

(a) Surveying total demand, present and projected,

for postsecondary education in each region;

(b) Surveying availability of public and private resources to meet demands for postsecondary education;

(c) Finding methods for effectively utilizing or increasing educational resources; and

(d) Encouraging the development of policies and procedures for the cross-registration of students and sharing of faculty and facilities; and be it further

Resolved, That the California Postsecondary Education Commission is hereby directed to develop and submit to the Legislature and the Governor a plan for administering a fund to support innovation in postsecondary education, subject to the following conditions:

(1) The fund shall be supported at the level *determined by the commission to be needed to support innovation in* postsecondary education;

(2) It shall be utilized to support:

(a) Innovative proposals for providing educational services to new clientele;

(b) New curriculum and pedagogy; and

(c) Greater cost effectiveness and productivity;

(3) Individuals or institutions in nonprofit postsecondary education shall be eligible for grants;

(4) A minimum of 10 percent of each grant shall be used for evaluation and dissemination of results; and

(5) Absent special justification, no project shall be supported by this fund for more than three years; and be it further

Resolved, That the Chief Clerk of the Assembly is hereby directed to transmit a copy of this resolution to the California Postsecondary Education Commission.

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CLEARINGHOUSE FOR
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